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FOR ACTION

UNICEF EMERGENCY SERVICES: MISSION AND STRATEGIES

SUMMARY

The present report responds to Executive Board decision 1994/A/8 (paragraphs 5 (a) and (b) (E/ICEF/1994/13/Rev.1) which requested the secretariat to prepare a strategy paper on UNICEF emergency assistance. The paper summarizes the purpose of UNICEF, the guiding concepts which underpin its emergency response strategies, and the initiation of the measures necessary to ensure UNICEF capacity as an effective humanitarian partner in emergency cooperation. Executive Board approval is sought for the strategic approach taken and for the proposed directions for UNICEF cooperation in emergencies.

Mission. In times of emergency which pose a violent, extreme and often sudden threat to the survival, protection and development rights of children and women and to the integrity and stability of the family, UNICEF advocates for the special protection and care of affected children and women and extends assistance to them impartially, without discrimination and on the basis of need.

* E/ICEF/1996/2.

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I. PURPOSE

1. UNICEF gives special emphasis to any extreme threat to the well-being of children and defines emergencies accordingly. UNICEF considers an emergency to be any situation in which the lives and well-being of children are at such risk that extraordinary action, i.e. urgently required action beyond that routinely provided, must be mobilized to ensure their survival, protection and well-being. A situation is no longer considered an emergency when such threats and risks no longer exist, or when the UNICEF response to that threat can be provided as an integral part of routine/regular programme activities.

2. In response to acute threats to children, UNICEF commits itself to a four-pronged emergency approach: (a) preventive actions, through which the acute threat or risks to children are identified, monitored and eliminated or reduced by addressing root causes; (b) readiness/preparedness measures, which will ensure that, if required, emergency assistance will be effective, timely and appropriate; (c) emergency assistance, through the provision of a range of goods and services in the midst of crisis necessary to assure the survival, protection and essential developmental needs of children; and (d) rehabilitation and recovery assistance, to help victims towards physical, social and psychological recovery, to restore and re-establish life systems and to re-establish basic services and service delivery systems.

3. Within the objective of ensuring the protection and care of all children in emergency situations, UNICEF recognizes the need for special protection and care efforts for children who are at an especially acute risk, including children who are separated from their families, deprived of essential care, traumatized, and sexually or otherwise abused or exploited.

4. To achieve the aims of ensuring the protection and care of children in emergencies, UNICEF is committed to coordinated, collective action. As a member of the United Nations family, it supports collaborative United Nations efforts and recognizes the unique roles of non-governmental agencies, community-based organizations, centres of excellence and specialized bodies. It emphasizes supporting and enhancing the capacity of responsible authorities, communities and families to fulfil their respective roles in preventing harm to children, aiding children in need and facilitating their recovery.

5. UNICEF advocates for the protection and care of children in accordance with the principles and provisions of the Convention on the Rights of the Child and other international humanitarian covenants. UNICEF extends assistance to affected children and women impartially, without discrimination and on the basis of need.

II. MANDATE

6. UNICEF was established by the United Nations General Assembly in 1946 (resolution 57 (I) of 11 December) for the benefit of children and adolescents. Its global mandate to meet the emergency and long-range needs of children was affirmed by the General Assembly in 1950 (resolution 417 (V) of 1 December) and made indefinite in 1953 (resolution 802 (VIII) of 6 October). As the agency of

the United Nations responsible for cooperation to ensure the survival, protection and development of the child without discrimination, UNICEF has a long-standing mandate on behalf of children in emergencies world-wide.

7. In the founding resolutions of 1947, several principles were established to guide UNICEF emergency actions. As stated in Economic and Social Council resolution 44 (IV) (annex, section B) of 29 March 1947: "Emergency measures shall be so developed and administered as to utilize and strengthen the permanent child health and child welfare programmes of the countries receiving assistance, and promote effective co-ordination of official and voluntary services." The need for collaborative action, in particular with other activities of the United Nations, also was explicitly noted.

8. The General Assembly has repeatedly reaffirmed the UNICEF mandate to provide emergency assistance, including the provision of assistance to child victims in armed conflicts. In 1967, 1968 and 1969, the General Assembly noted with approval the continuing efforts of UNICEF to provide emergency aid to children and mothers in situations of urgent need, while placing increasing emphasis on long-term programmes.

9. In 1981, the Executive Board reaffirmed UNICEF involvement in emergency relief, rehabilitation and special situations. In the following decade, Board resolutions have urged UNICEF (a) to mitigate the effects on children of natural and man-made disasters and of armed conflict; (b) to build upon the concept of children as a zone of peace; (c) to respond rapidly in emergency situations; (d) to continue to provide emergency assistance to refugee and displaced women and children; and (e) to give particular attention to addressing gender-specific needs in emergencies. In 1991, the unique role of UNICEF in ensuring implementation of the Convention on the Rights of the Child was recognized.

10. Standards established by international agreement provide a broad framework for actions on behalf of children in emergencies. UNICEF recognizes the standards of the Convention on the Rights of the Child, now almost universally ratified, as applicable in all situations, including situations of armed conflict. Standards relating to children and women in other standing international agreements are also accepted as key references.

11. The UNICEF mandate to provide emergency assistance to meet the health and welfare needs of children, to strengthen national capacities and to assist through collaborative action remain deeply-rooted operating tenets of the organization.

III. THREATS

12. Acute threats to the well-being of children are recognized as potentially arising from any number of causes, both natural and man-made. Violent, sudden and destructive circumstances, such as wars, civil strife or natural disasters and land-mines left behind, pose obvious threats. UNICEF also recognizes that silent and insidious hazards, such as prolonged drought, environmental disaster or any other hazard, can equally create emergencies for children and their families.

13. The nature of humanitarian crises is constantly changing. The emergence of new emergency threats to children are to be expected and, indeed, are presenting themselves - the HIV virus, ecological disasters, water shortages, food grain shortages, new technological hazards, for example. The last decade also has seen changes in the nature of armed conflict, including more intra-state conflicts, increased targeting of children and civilians, and some of the worst violations of human rights this century. In several situations, in the midst of conflict, public, political and economic systems have collapsed or fragmented so completely that common systems of governance no longer exist.

14. The scale of emergencies continues to expand as a function of both an increasing global population and of the growing vulnerability of every larger numbers of families. Increasingly, wars are waged over whole countries, and an increasing percentage of affected populations are displaced or victimized. The rising number of people reliant upon marginal and increasingly fragile ecosystems translates into increasing vulnerability for ever larger numbers of children from related hazards.

15. The severity of emergencies continues to increase. All emergencies, whether natural or man-made, affect civilians - and among them, the children and women of the most vulnerable and marginalized families - most severely. It is the children of the poorest who are to be found on the most vulnerable land, in the most vulnerable houses and who are the hardest hit by natural disasters. The increasing impact is reflected in the severe social, cultural, political and economic dislocation caused by current armed conflicts in the midst of which children and women are not only incidental victims, but increasingly targeted for willful violence and abuse, as well as for the denial of access to basic services and essential relief supplies or food.

16. The causes of present and anticipated emergencies increasingly are recognized as complex and multifaceted. Many types of emergencies now constitute chronic realities which blur the traditional distinction between emergency and non-emergency situations. Pressures of underdevelopment, unemployment and poverty, population growth and environmental degradation are overlaid by ethnic, religious and cultural tensions, political instability, resource disparity, poor governance and spiraling violence.

IV. GUIDING CONCEPTS

17. UNICEF works towards the day when children no longer face acute threats to their survival, protection or development. But until the time that such hazards as earthquakes, floods, food shortages, epidemics and wars no longer pose threats to children, UNICEF remains committed to the range of activities required to ensure the protection and well-being of children in the face of such emergencies. The UNICEF emergency response is guided by the concepts listed below.

18. The child and family imperative. The UNICEF emergency response focuses specifically on issues related to acute threats to the protection and well-being of children. Within a child-centred approach, particular emphasis is given to reinforcing the capacity of the family to protect and care for the child.

Community governance, association, economic fabric and service provision are also recognized as critical elements of family and child well-being as are public policy systems at community and national levels.

19. Need-based. UNICEF responds to needs. Many factors influence the need for UNICEF intervention: severity of the impact of a hazard situation on children and on their families; family, community and national capacities to meet the emergency-related needs; availability of required resources; and assistance offered by others. UNICEF recognizes the special needs of the girl child.

20. Holistic. In assessing and responding to the emergency needs of children, UNICEF recognizes the need for a holistic consideration of the complex range of determinants of child well-being and the synergy between physical and emotional security, social and cognitive development, and the health and nutritional status of children. The concepts of protection and care of children include the full range of such needs.

21. Participatory. UNICEF holds that the participatory approach is most effective in empowering families, communities and national systems to meet the emergency needs of children and to stimulate recovery. UNICEF seeks to enable local organizations and institutions to participate in the design, implementation and monitoring of emergency-related interventions.

22. Systemic and ongoing. While a role exists for specialized readiness and response services, UNICEF holds that emergency preparedness and response must be an integrated and ongoing aspect of all systems which play a role in the protection and well-being of children. Accordingly, preparedness and emergency response are an integral part of regular country programming efforts of UNICEF. not separate from it.

23. Developmental. UNICEF advocates a developmental approach to emergency-related activities. What is meant by developmental approach is the linkage of relief and development by emphasizing local capacity-building to meet emergency needs, to reduce the vulnerability of children to possible future emergencies and to promote self-reliance. It means addressing emergency vulnerabilities within non-emergency development efforts and ensuring that emergency assistance is provided in ways that build capacities while meeting needs. Implicit in the reduction of vulnerability is the need to address root causes of acute threats to the well-being of children and to strengthen vulnerable health, basic education and social services systems upon which their well-being depends.

24. Situationally appropriate. UNICEF recognizes four broad types of critical situations in which emergency response may be required and the need for unique strategies to ensure the care and protection of children in each: (a) when a national Government is willing and able to provide the humanitarian assistance required by affected children and women and no assistance is required of UNICEF; (b) when a national Government is willing to assist, but requires international assistance to help meet the needs of women and children; (c) when a segment of the affected women and child population exists outside the care and protection of a Government and extraordinary approaches to the provision of protection and

assistance may be required; and (d) in those exceptional circumstances when government systems collapse or fragment so completely that UNICEF - and other external partners - may be required to assume temporarily a more central role in the delivery of assistance to children than would otherwise be the case.

25. Facilitative role. In responding to the emergency needs of children, UNICEF typically adopts a facilitative role that supports the efforts of families, communities, non-governmental organizations (NGOs), national authorities and other intervenors. A facilitative strategy, rather than a direct service role, is adopted purposefully as a means to enhance rather than displace local efforts. However, when necessary in emergency situations, UNICEF is prepared to assume, as a temporary measure, a service delivery role.

26. Partnership. To address the full range of children's emergency needs, UNICEF holds that partnership is essential. To advance the protection and care of children, UNICEF collaborates with Governments and communities, with non-governmental and community-based organizations, with other members of the United Nations family and with regional organizations and specialized centres of excellence. UNICEF works closely with the United Nations Department of Humanitarian Affairs on matters related to the coordination of humanitarian assistance, and with all of the specialized United Nations agencies, but most closely on emergency-related issues with the Office of the United Nations High Commissioner for Refugees (UNHCR), the World Health Organization, the World Food Programme and the United Nations Educational, Scientific and Cultural Organization.

27. Coordination. For effectiveness and the efficient use of resources, UNICEF supports a coordinated approach to all emergency-related activities. What is meant by coordination is leadership, the development of a rational plan of action agreed upon by involved parties, agreement on task implementation to avoid overlap or gaps, transparency and the sharing of mutually supportive information. UNICEF holds that coordination and decision-making, while required at all administrative levels, is particularly important at the level of field operations.

28. Humanitarian principles. UNICEF, as a United Nations agency, upholds the following basic principles of humanitarian assistance - humanity, impartiality, neutrality, independence, empowerment and accountability.

29. Principles of cooperation. UNICEF seeks to ensure that its cooperation with partners is based on joint commitment to fundamental humanitarian principles.

V. UNICEF EMERGENCY RESPONSE

30. The UNICEF response to the emergency needs of children and women is always dependant upon the survival, protection and critical development needs of children in a situation. While the UNICEF response may, when necessary, extend beyond the sectoral concerns defined below, in all emergency situations, UNICEF is committed to ensuring the following.

31. Health. In emergency situations, UNICEF strives to ensure that the basic health needs of children are met. UNICEF gives particular emphasis to ensuring that children have access to basic health services, are protected from vaccine-preventable childhood diseases and benefit from prevention and treatment of diarrhoeal diseases. Where needed, UNICEF provides essential drugs and supports the rehabilitation and revitalization of primary health services. UNICEF gives high priority to the reproductive health needs of women and adolescent girls, including prenatal and post-natal care, safe delivery practices, the prevention of HIV infection and treatment for trauma-related violence. Special efforts also are made to ensure that the health and rehabilitation needs of children with disabilities are met.

32. Food and nutrition. UNICEF strives in emergencies to ensure the nutritional well-being of children and recognizes the link between good nutrition and adequate household food security, adequate maternal and child care, and adequate health services and environmental hygiene. Where needed, UNICEF provides high-energy protein foods and micronutrients, including iron/folate, vitamin A and iodine supplements, and supports nutritional rehabilitation programmes for children. UNICEF gives high priority to the promotion of household food security through selective inputs to enhance family food production and supports income-generating activities for women.

33. Water supply and sanitation. To ensure that affected populations have access to at least the minimum required amount of safe water and to prevent or control cholera, diarrhoeal disease and other water- or sanitation-related diseases, UNICEF seeks in emergency situations to ensure the rapid availability of potable water supplies and facilitates the safe disposal of excreta. Where needed, UNICEF ensures the delivery of emergency water supplies, establishes sanitation facilities and supports hygiene education. UNICEF facilitates the repair and restoration of water sources and, in urban areas, water and sewerage systems.

34. Protection. In emergencies, UNICEF actively promotes respect for children's rights as defined by the Convention on the Rights of the Child and other applicable international humanitarian law instruments, giving particular attention to the prevention of abuse, violence, exploitation, neglect and discrimination. Key protection activities supported by UNICEF include the dissemination of information; training and advocacy with all parties in positions to protect children; the strengthening of legal norms and judicial systems to ensure children's protection; negotiating access for the delivery of humanitarian assistance; supporting implementation of the Convention on the Rights of the Child and monitoring major violations; and identifying children at risk and mobilizing assistance for children in need of special protection. In situations of armed conflict, UNICEF advocates with parties to the conflict to respect international humanitarian principles, to not target children and other civilians, and to allow humanitarian access to civilian victims of the conflict.

35. Children in need of special protection and care. UNICEF gives priority in emergencies to ensuring the well-being and recovery of children who require special protection and care. The categories of children in such circumstances vary according to the situation, but commonly include: any children not in the care of their family, such as unaccompanied children, children in institutions,

street children and child soldiers; children who have been abused, exploited and/or traumatized, such as children with disabilities, victims of torture, children in prostitution and children who have witnessed extreme violence; children whose basic survival and developmental needs are not being met, such as neglected children, children of severely marginalized families and children in severely impoverished homes; and children in conflict with the law, such as children in detention.

36. UNICEF supports a range of remedial services to ensure recovery and enhance the care and protection, as well as the social reintegration of such children. Priority is given to help families avoid separation and to reunite separated children with their families. UNICEF supports efforts to meet the special physical, psychological and social needs of affected children and to facilitate their social reintegration.

37. Special needs of displaced populations. UNICEF gives special emphasis to ensuring that children among internally displaced populations have access to the full range of basic emergency services they require - health, nutrition, water and sanitation, protection, the special services required for children in need of special care and protection, emergency education, family support, non-food relief and support for settlement. In refugee emergencies, when needed, UNICEF works in collaboration with UNHCR in providing selective services to children.

38. Education. UNICEF supports the rapid re-establishment of education as an essential emergency service. UNICEF supports emergency education services both to ensure that children do not miss essential educational opportunities and because of the critically important role educational activities have on the psycho-social well-being of children through the normalization of routines that it brings. In emergencies, UNICEF supports community and parental efforts to rapidly restart educational activities, to rebuild and refurbish essential school facilities, to develop education materials and to train education leaders and teachers.

39. Family support. Where the well-being of children is critically at risk because of acute family destitution, UNICEF supports emergency efforts to enhance the coping skills of the most vulnerable families. UNICEF assistance is usually in support of the mobilization of community efforts on behalf of vulnerable families; participatory social and economic actions to meet essential needs, particularly food sufficiency; and, if necessary, works projects.

40. Non-food relief. In emergencies, UNICEF provides selected basic, non-food relief items for affected families when such items are critically needed and not otherwise available. These items are generally limited to emergency shelter materials, water storage containers and food cooking equipment.

VI. STRATEGIES

41. In an effort to ensure that all the emergency health, nutrition, water supply and sanitation, protection, education and non-food relief needs of affected children are met, and that the needs of children in the most vulnerable families and children requiring special protection and care are met, the UNICEF response is based on the 10 strategies described below.

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42. Prevention. UNICEF seeks through all means available to help societies avoid emergencies by helping to identify and address the root causes of related threats.

43. Preparedness. UNICEF supports the development of emergency readiness of all key services required in emergency situations for the safety and well-being of children. Particular attention is given to enhancing the emergency readiness of the health, nutrition, water supply and sanitation, education and social services sectors of national- and community-level public services. UNICEF also emphasizes maintaining an internal state of readiness for the emergency services it provides and recognizes five key aspects to readiness: programme readiness; operations readiness; collaboration readiness; capacity-building; and personnel safety.

44. Assessment of risks and needs. UNICEF gives priority to systematic and regularly-updated assessments of acute threats and emergency needs of children. Three types of assessments are undertaken: (a) as part of country programming efforts, a regular analysis of underlying risks to the survival, protection and development of children; (b) in emergency situations, regular comprehensive assessments of children's circumstances and needs, carried out as a planning tool for defining appropriate intervention, collaboration and advocacy; and (c) also in emergencies, periodic special assessments of any particular risk or group of children requiring exceptional efforts to ensure their survival, protection and development.

45. Development of emergency response plans. Based on emergency assessments of risks and needs, UNICEF supports the rapid development of comprehensive action plans for addressing child-related emergency concerns. Such plans are seen as a basic tool for effective implementation and for coordination of the emergency response.

46. Mobilization of action. UNICEF works assertively to mobilize appropriate action to meet the emergency and recovery needs of children. Advocacy for action includes raising awareness of acute risks; of emergency survival, protection and development needs of affected children; and of the actions required to address those needs.

47. Rehabilitation and recovery. In its emergency cooperation, UNICEF focuses on the recovery and future well-being of the child, through local capacity-building to meet immediate needs, to reduce vulnerabilities and promote self-reliance, and through the strengthening of vulnerable health, basic education and social service systems upon which the child's well-being depends.

48. Coordination. UNICEF facilitates inter-agency coordination of emergency-related efforts related to children's concerns. Unless designated "lead agency" for the overall coordination of an international emergency response by the United Nations Secretary-General, UNICEF focuses more specifically on the coordination of emergency health, nutrition and water supply and sanitation services, as well as on emergency education efforts and special measures required for children in need of special protection and care.

49. Technical support. UNICEF mobilizes technical support, when needed, for the development and implementation of appropriate emergency and recovery programmes to meet children's needs and for the development of policy frameworks on which such programmes depend.

50. Relief supplies and equipment. UNICEF provides essential emergency goods, supplies and equipment required for the survival and well-being of children in emergency situations on the basis of need and depending on the availability of resources. The usual categories of supplies and equipment most commonly provided by UNICEF include those required for emergency health, water supply and sanitation, education and programmes for children in especially difficult circumstances, as well as supplemental nutrition and some essential non-food relief items for general distribution. UNICEF also has in readiness a full range of essential supplies and equipment for mounting large-scale emergency operations.

51. Financial support. To enable essential emergency services to be provided to children and their families, UNICEF provides financial support to selected parties involved in service delivery.

VII. STRENGTHENING UNICEF CAPACITY

52. UNICEF has acknowledged the need to reinforce its capacity to respond rapidly and appropriately to emergencies that threaten the survival and well-being of children and their families. To this end, several remedial actions were initiated in 1995 which form the basis for continuing efforts to reinforce the organization's capacity and effectiveness in emergency response.

53. Review of mission, policies and strategic priorities, of which the current paper is a product. The review incorporates extensive consultation with sister agencies, NGOs, donor countries, National Committees for UNICEF, host Governments and other partners, as well as considerable in-house discussion. An ongoing critical analysis continues to assess the effectiveness of UNICEF cooperation in meeting needs as the basis for appropriate changes in strategy and approach.

54. Human resource development. UNICEF seeks to develop new systems of technical support which draw on partners of excellence and which enhance in-house knowledge and skills through the following:

(a) Standby agreements with partner organizations. UNICEF seeks improved and more cost-effective human resource mobilization through cooperation with a range of partners. UNICEF gives priority to supporting the capacity development and networks of partners in the south, as the basis for south-south partnership for children in emergencies. A number of agreements already have been concluded, in both north and south, with partner organizations, professional networks and centres of excellence which can rapidly mobilize technical expertise necessary to complement internal UNICEF capacity;

(b) Creation of rapid response teams. Senior staff are now on standby, available for immediate deployment to crisis locations to enhance or establish a

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UNICEF presence. The designated staff are experienced in emergency programming, supply and logistics, administration, finance and management. The Government of Italy has made available airlift capacity for the rapid deployment of the rapid response team and essential equipment to an emergency location;

(c) Staff training. Work is under way to complete the UNICEF Emergency Handbook, Emergency Supply Catalogue and emergency programming manuals. Training processes and methods are also under review, while new training materials are being finalized. For example, gender perspectives are being incorporated into the training of staff involved in planning and implementing emergency programmes. Improved linkages between regular and emergency country programming are being developed to enhance capacity for analysis of vulnerability and root causes of conflict, for risk assessment and monitoring, and for preparedness planning;

(d) Staff welfare. In the field of staff welfare, experience gained in Eastern and Southern Africa in staff counselling, briefing and debriefing is being extended within the organization, and several groups of staff in different regions have undergone training in debriefing procedures. Procedures regarding staff welfare in emergency environments also are being standardized.

55. Strengthening management: reinforcement of headquarters capacity. An Operations Centre is now functioning within the Office of Emergency Programmes at UNICEF New York headquarters, providing a locus for field/headquarters communications, information management and retrieval. The Division of Personnel has updated its human resources inventory for emergency mobilization and constantly monitors potential or actual threats to staff security in the field, while the Office of Information Resources Management has consolidated its technical expertise and field support capacity on communication procedures and technology.

56. Strengthening management: internal operations management. Within the context of the corporate review of management practices and efficiency, UNICEF is undertaking a complete review of emergency operating procedures, operational and financial rules, regulations and guidelines, programme and expenditure monitoring systems and donor reporting standards. Attention is being paid to both streamlining systems and to assuring improved compliance with operating rules, regulations and procedures.

57. Materials management. The development and expansion of standby stockpiles of essential supplies, equipment and transportation are well advanced for immediate deployment as required. Stockpiles comprise material for emergency assistance activities, as well as communications and warehousing equipment, office equipment and staff survival packs. UNICEF supply operations at Copenhagen and a network of supply and procurement officers world-wide provide UNICEF with a unique resource and capability to respond quickly to emergency situations. As a follow-up to the 1994 management study of UNICEF, efforts are currently under way to further streamline the efficiency, effectiveness and rapidity of the organization's supply and procurement functions.



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FOR INFORMATION

THE FIFTIETH ANNIVERSARY OF UNICEF

SUMMARY

The present report provides a brief overview of some of the activities being undertaken to commemorate the fiftieth anniversary of UNICEF.

* E/ICEF/1996/2.

Introduction

1. The fiftieth anniversary of UNICEF is an occasion to review 50 years of working for children. During these past 50 years, UNICEF and its many partners - Governments, National Committees for UNICEF, non-governmental organizations (NGOs) and the public at large - have made a significant difference in the lives of millions of children. They have worked on every continent, but particularly in developing countries, to encourage political leadership, define national and local strategies and priorities, mobilize cities, towns and villages, provide technical assistance, and advocate for the rights of women and children everywhere. And there is much to celebrate in the way of achievements for the benefit of children in the areas of health, nutrition, education, water supply and sanitation, as well as in the care of children in situations of conflict or particular deprivation. For UNICEF, it is the achievements of the past, and the difficult challenges of the future, that define the commemoration of the event - 50 years ago on 11 December 1946 - when the United Nations General Assembly brought UNICEF into being.

2. Under the common overall theme of "Children First", UNICEF offices around the world have worked in consultation with other United Nations agencies and offices, Government and UNICEF partners to develop regional- and country-level anniversary activities. While allowing for an appropriate measure of formal commemoration events, these activities have the practical goal of accelerating fund-raising efforts, creating awareness of past achievements and future challenges facing children, and mobilizing support for programmes benefiting children. The extraordinary diversity of activities developed by UNICEF offices and National Committees is a result of the decentralized, practical and cost-effective approach to anniversary planning. At the same time, headquarters has provided overall thematic guidance to ensure a level of consistency, as well as support for information, communications, products and fund-raising.

Global opportunities

3. While there will be no global-level anniversary events, and mindful of the concern not to divert funds away from programmes and towards purely self-celebratory activities, there will be two occasions when the anniversary will be marked for global attention. The first will be the launch of the State of the World's Children report in London on 11 December 1995. This year a major portion of the report focuses on a retrospective of UNICEF during the past 50 years. The report launch press conference and accompanying press release also highlight the 50 year anniversary of UNICEF. Second, it is proposed that the United Nations General Assembly commemorate the UNICEF anniversary through broad-based participation at one of its meetings devoted solely for this purpose, preferably on 11 December 1996.

Activities at field offices

4. UNICEF regional offices have developed anniversary programmes with the priority regional goals for children in mind. As of this writing, several regional offices have planned for ministerial-level conferences to review progress on regional priorities during the anniversary year. Activities also

are being planned in support of programme sector goals in the regions. These include interregional meetings of experts and professionals in the areas of, for example, education, children in especially difficult circumstances and child rights.

5. UNICEF country offices are making the acceleration of mobilization and advocacy efforts to achieve country-specific goals a central priority for the anniversary year. In Argentina, for example, this takes the form of a mobilization effort around prominent sporting events and personalities that will reach millions with UNICEF messages through television broadcasts. In China, UNICEF and the Government have launched a country-wide postal stamp campaign featuring key messages about child health and welfare. In the Congo, a seminar involving NGOs and women's associations will consider the role of women and mothers in implementing the Convention on the Rights of the Child. In Ecuador, candidates for the Presidency will meet with children in three major cities in special forums that will allow children's voices to be heard on concerns affecting their lives. In the Islamic Republic of Iran, UNICEF has worked within the framework established by United Nations country offices and the Ministry of Foreign Affairs to develop a broad range of programmes that include television and radio broadcasts, publications and seminars all aimed at country-level goals and priorities for children. In 14 countries around the world where children have been affected by civil strife and war, UNICEF offices have developed plans to give a special burst of acceleration to already approved programmes during two weeks in July, thus generating global media exposure in consort with the 1996 Olympic Games and bringing much needed public attention and support to the plight of these children. These are but a few examples of the plethora of imaginative and practical programmes developed by UNICEF country offices.

Activities of National Committees

6. National Committees for UNICEF have developed imaginative and well-defined efforts with the goal of accelerating fund-raising during the anniversary year. In Finland and the United Kingdom of Great Britain and Northern Ireland, for example, extensive month-by-month strategies have been developed to meet ambitious fund-raising goals for 1996. In Canada, the launch of a UNICEF Canada media award and the production of a special anniversary edition of the publication Communiqué will help to boost fund-raising efforts. In Australia, a new private sector fund-raising initiative is coupled with an extensive direct mail campaign to meet expanded targets for the anniversary year. In the Czech Republic, a strong advocacy campaign will involve all sectors of society, especially including children themselves, in awareness-raising efforts to benefit children. And in the United States of America, an ambitious fund-raising programme in cooperation with the Olympic Games, the "Olympic Aid" project, will be undertaken in 1996 for the benefit of children in war and civil strife.

Headquarters' activities

7. At headquarters, coordination of anniversary activities has been the responsibility of the UNICEF 50th Anniversary Task Force which includes representatives of headquarters' divisions. Key UNICEF divisions have developed

support activities related to the anniversary while keeping within existing work plans and approved budgets, and in close cooperation and consultation with field offices and National Committees to ensure complementarity and no duplication of efforts. A corporate UNICEF communications strategy makes available to field offices and National Committees support materials, including videos, television spots, fact sheets and photographs, all with the key accomplishments and future challenges of UNICEF in mind. In addition, a global advertising campaign has been developed on a pro bono basis with a prominent advertising firm to give additional fund-raising support to country-level efforts. Four special greeting card sets and anniversary-related products have been produced, and support is being given to private sector fund-raising initiatives both globally and at the country level. For the anniversary year, the External Relations divisions and the Programme Division have teamed up to develop a new linkage between the needs of children in countries experiencing civil conflict and the fund-raising efforts of National Committees through the "Olympic Aid" project.

8. An information note listing planned anniversary activities will be available in document E/ICEF/1996/CRP.2 to members of the Executive Board at the present session.



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FOR ACTION

FOLLOW-UP TO THE DECISIONS TAKEN BY THE ECONOMIC AND SOCIAL COUNCIL
AT ITS SUBSTANTIVE SESSION OF 1995

SUMMARY

The present report responds to the decision of the Executive Board at its third regular session of 1995 (18-21 September) that the secretariat prepare a more comprehensive report on follow-up to the decisions taken by the Economic and Social Council at its substantive session of 1995 for submission to the Board at the present session.

* E/ICEF/1996/2.

Introduction

1. At its third regular session of 1995 (18-21 September), the Executive Board took note of the report on follow-up to decision taken by the Economic and Social Council at its substantive session of 1995 (E/ICEF/1995/CRP.47) (E/ICEF/1995/9/Rev.1, decision 1995/36) and further noted its intention to address this item at its first regular session of 1996.

2. The report initiated the process of informing the Board of the principal issues related to follow-up to the Economic and Social Council and, in particular, the conclusions of the Council's 1995 substantive session. The report pointed out that many of the issues emanating from the Council will require serious reflection by the UNICEF secretariat and/or consultations with inter-agency partners of UNICEF before the Executive Director can make definitive recommendations to the Executive Board. The report focused on the two areas that were most relevant to the Executive Board: operational activities for development and humanitarian affairs.

Operational activities for development

3. The present document is intended to further the process of informing the Board of the principal issues related to the follow-up to the Economic and Social Council decisions and the relevant decisions of the Executive Board. In taking note of the report at the third regular session, and in consideration of the conclusions with regard to the Council's recommendation to hold joint or consecutive meetings of the Executive Boards of the relevant funds and programmes, a number of delegations recommended that UNICEF proceed carefully on the issue and endorsed the Executive Director's decision to consult with the other relevant executive heads before taking the matter under consideration. A number of delegations also stressed the importance of adhering to the new UNICEF country programme preparation and approval process, an important step of which is the establishment of a link between the country strategy notes and country programmes. Some delegations also stressed that this link should not interfere with the mandates of any of the funds and programmes.

4. With regard to holding the annual sessions of the Board earlier in the year and to follow-up to resolution 1995/50 of 28 July 1995, in which the Economic and Social Council reiterated the importance of receiving reports from the Executive Boards in a timely manner and in all official languages, the Executive Board, at its third regular session, decided that the Executive Director's annual report to the Council will be considered at the second regular session of the Board in April 1996. In this way, it will be possible for the relevant parts of the report on the UNICEF Executive Board session to be made available at the substantive session of the Council in all languages.

5. In the intervening period since the 1995 substantive session of the Economic and Social Council and the third regular session of 1995 of the UNICEF Executive Board, the UNICEF secretariat has held consultations with its partners on the follow-up to the conclusions of the Council's 1995 substantive session. Taking into account the decisions and recommendations of the Executive Board at

its third regular session, the Executive Director requests the Executive Board to consider the following:

(a) On the subject of holding joint or consecutive meetings of the Executive Boards, the Executive Director would like to bring to the attention of the Board that the 1996 schedules place both the United Nations Development Programme/United Nations Population Fund (UNDP/UNFPA) and UNICEF Executive Board sessions almost back to back. Also, 1996 will provide useful guidance regarding the new country programme approval process both for UNICEF and UNDP/UNFPA and how our Boards would like to organize their work in this respect. Guidance of the Board in this regard would be helpful;

(b) Regarding the request to the Executive Boards to identify specific problems, opportunities and areas where the Council could provide useful coordination and guidance on a system-wide basis, this matter should be placed before the Bureau of the UNICEF Executive Board in January 1996 after the adoption of the General Assembly resolution on the triennial comprehensive review of the United Nations operational activities for development.

Humanitarian affairs

6. In follow-up to the Economic and Social Council resolution 1995/56 of 28 July 1995 on "Strengthening of the coordination of emergency humanitarian assistance of the United Nations", and in light of the Board's decision to discuss emergency operations, including strategic issues and inter-agency coordination, during the first half of 1996, UNICEF has undertaken a review of the issues concerning the organization's role and responsibilities, as well as its operational and financial capacities to respond to emergency situations and support preventive actions.

7. UNICEF has concluded that strengthening country-specific and particularly local coping mechanisms of communities affected by natural, man-made disasters, conflicts or wars will continue to be the main thrust of UNICEF emergency and humanitarian efforts. Results from a UNICEF study undertaken in 1994 affirm that resources expended strategically at the relief stages of emergencies contribute to the early stabilization of emergencies, even in the case of complex emergencies, and ultimately create the necessary conditions for effective and longer-term rehabilitation and development.

8. The varying mixes of strategies and inputs required by emergency-specific and local needs, particularly at the height of complex emergencies, have demonstrated the imperative of close, proactive collaboration as well as the importance of agreement arrangements on modalities of response and action developed in field. UNICEF is in the final stages of signing a Memorandum of Understanding (MOU) with the Office of the United Nations High Commissioner for Refugees. An MOU with the World Food Programme is close to completion. Consultations with the World Health Organization for signing an MOU are progressing well. Also UNICEF is presently consulting with the United Nations, bilateral agencies involved in emergencies and non-governmental organizations on the subject of collaboration.

9. Two reports on emergencies, one on UNICEF emergency operations in 1995, including coordination issues (E/ICEF/1996/7), and another on the UNICEF mission and strategies in emergencies (E/ICEF/1996/4) will be submitted to the Executive Board at the present session. Therefore, the Board may wish to address follow-up to Economic and Social Council resolution 1995/56 under the agenda item relating to emergencies.



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FOR INFORMATION

UNICEF EMERGENCY OPERATIONS

SUMMARY

The present report gives an overview of the nature and magnitude of the UNICEF response to emergencies in 1995, as well as a review of progress made.

Following a brief introduction, chapter I reports on UNICEF assistance to emergencies, including sectoral interventions in complex emergencies as well as other areas in which UNICEF has been working to ensure child survival, protection and development in emergency situations. In its focus on UNICEF assistance to emergencies in 1995, chapter II details emergency programme expenditure and use of the Emergency Programme Fund. Issues of coordination of humanitarian assistance are summarized in chapter III, while chapter IV continues with a review of UNICEF collaboration with non-governmental organizations and centres of excellence. Chapter V reports on progress made by UNICEF in enhancing its programme and operational response capacity for emergency situations.

* E/ICEF/1996/2.

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INTRODUCTION

1. The UNICEF "Anti-War Agenda", the principal thrust of the State of the World's Children 1996 report, is aimed at strengthening the means to prevent conflict and ensuring better support for its victims.
2. Key measures include addressing the underlying causes of violence and investing more resources in mediation; the protection, care and rehabilitation of children; the removal of child soldiers from the battlefield; banning the production of land-mines; and more vigorous pursuit of the idea of children as "zones of peace".
3. The reasons for the new agenda are clear. Fifty years after the end of the Second World War and the creation of the United Nations, the corpses of slaughtered women and children still litter the world's landscape, and roads are too often choked with refugees. Totals of child casualties of war worldwide in the past decade are beyond belief - 2 million killed, 4 million to 5 million disabled, 12 million homeless, 1 million orphaned and 10 million traumatized.
4. Noting the differences and limitations of the various United Nations agencies in responding to growing calls for relief assistance to people stricken not only by conflict, but also by natural disasters, the 1995 substantive session of the Economic and Social Council, in its resolution 1995/56 of 28 July, among other things, called for strengthening the capacity of the United Nations system for humanitarian assistance. An annex to the resolution lists 10 issues for consideration by the governing bodies of the agencies. The issues address the entire range of activities of an agency locked onto an emergency, from measures to strengthen local coping mechanisms, to financial capacity to act in a timely manner, to levels of delegated authority at the field level. But three watchwords emerge - readiness, cooperation and capacity.

I. UNICEF ASSISTANCE TO EMERGENCIES

A. Sectoral emphasis in complex emergencies

5. In 1995, UNICEF assistance to 21 major complex emergencies (see table 1) was targeted to meet the special needs of vulnerable groups, especially children and women. As a decentralized development agency, UNICEF addresses immediate relief and survival needs, as well as long-term rehabilitation and development. In each case, certain core interventions were almost universally applied to meet basic needs, and depending on the unique situation of the beneficiaries, additional interventions were undertaken within a range of supporting core programmatic areas. These included health, water supply and sanitation, education, nutrition, household relief and the special needs of children. The support interventions included special programmes for unaccompanied children, women's reproductive health, child soldiers, land-mine awareness and child prisoners.

B. Ensuring child survival and protection

Child rights and protection

6. Increasingly, UNICEF is challenged to address child rights and protection in the midst of conflict. In 1995, for example, following negotiations between Operation Lifeline Sudan (OLS) and the Sudan People's Liberation Movement (SPLM), SPLM signed a set of "ground rules" which contained an endorsement of the articles of the Convention on the Rights of the Child. This is the first time in history that a non-States party in the midst of conflict has endorsed the provisions of an international convention.

7. In this context, the work of the UNICEF Steering Committee on Child Rights needs to be recognized and its recommendations appropriately reflected in the activities of the organization. A UNICEF task force plans to complete reviewing the optional protocol relating to children involved in armed conflict, which is aimed at raising the minimum age for the involvement of children in war to 18 years by early January 1996. At the same time, the initiative of bringing non-conventional partners into the ambience of the Convention merits encouragement. In southern Sudan, OLS succeeded in obtaining the agreement of SPLM to abide by the standards and principles of the Convention. It is within the responsibility of UNICEF to negotiate the release of child combatants for rehabilitation. However, UNICEF has found itself with the difficult task of having to choose between channelling scarce resources to rehabilitate a small number of children over a long period of time or resorting to cost-effective measures to reach the greatest number of children possible with the same scarce resources. The reintegration of those children into the community is another challenge for which the organization has yet to develop expertise. The release of child prisoners and pregnant women prisoners into UNICEF care is the essence of the practical application of the Convention. UNICEF is endeavouring to consolidate its own competence as well as to form partnerships with non-governmental organizations (NGOs) and other professional organizations in the fields of specialized child protection and community-level reintegration. For example, in February 1996, the International Committee of the Red Cross (ICRC) and UNICEF will meet to review cooperation in light of their respective protection mandates.

Unaccompanied children

8. There are an estimated 1 million children worldwide separated from their families as a result of conflict. Most at risk, these children require special care. During 1995, UNICEF assisted unaccompanied children in nine countries (Angola, Burundi, Georgia, Liberia, Mozambique, Rwanda, Sudan, former Yugoslavia and Zaire). Although the prime goal of UNICEF is to help prevent abandonment and ensure that children remain in the care of their families, when this cannot be prevented, it has resorted to their protection and immediate care, registration, tracing, fostering and reintegration into family and community life. Specifically, UNICEF and collaborating partners assisted in the reunification of 10,848 children in Rwanda, over 11,000 children in eastern Zaire and a total of 783 children in southern Sudan. In Mozambique, UNICEF supported a programme focusing on tracing, family-based care and the reintegration of some 3,400 children separated from their families during the war.

9. Because of a proliferation of NGOs and agencies working in the area of unaccompanied children, there has been a lack of standard documentation for registering children and a database for exchanging information among the major actors. UNICEF is working with the Office of the United Nations High Commissioner for Refugees (UNHCR) and other United Nations agencies and NGOs, especially ICRC and Save the Children Fund (SCF) (United Kingdom) to overcome these constraints.

Psycho-social needs of children

10. Children bear the brunt of civil conflict. According to an SCF (United Kingdom) report, over the past decade, 10 million children, or one child in every 200 throughout the world, have been traumatized by the effects of war. UNICEF has assisted 16 countries through counselling and creating the necessary conducive environment for recovery to meet the psycho-social needs of affected children.

11. UNICEF has found that the functioning of schools and other related activities are critical to the healing and normalization process of children. They help to rebuild their lives, initiating problem-solving abilities, motivation and a sense of belonging. An important area of concern is the method of dealing with an entire traumatized population. When trauma strikes populations on a massive scale, as in Rwanda, to reach the largest number of children, UNICEF espouses a community-based approach that is not only cost-effective, but which recognizes resourcefulness, encourages a sense of self-worth, creativity and management skills in local caregivers, and involves the entire community. Thus, UNICEF utilizes professionals - psychologists or child counsellors - to train and guide rather than to provide individual clinical care.

Gender concerns and issues

12. In its strategy review, UNICEF is addressing the crucial role of women in enabling the family to survive and cope with the stresses of social upheaval during emergencies, especially those involving armed conflicts. Over the past year, gender-specific issues in emergency programmes have been addressed in ongoing training activities and in the revision of the guidelines for emergency programmes. The Office of Emergency Programmes is a member of the newly established Women in Conflict Zones Network established by the York University Centre for Refugee Studies (Toronto, Canada). Other initiatives in progress include collaboration with agencies such as the Agency for Cooperation and Research in Development and the African Women in Conflict NGO network to help redefine monitoring tools for gender concerns and compile country-specific case studies and impact analyses.

13. A number of concerns remain to be dealt with to enable UNICEF to expand its programming in emergencies. These include the disaggregation of gender-specific data in emergency assessments and impact analyses; addressing the specific needs of the displaced girl child and monitoring her situation in camps, shelters and other aggregations; and addressing the needs of sexually-abused women in culturally appropriate ways without causing unwanted

attention. UNICEF is focusing attention on developing more accurate targeting and distribution methodologies to ensure that assistance reaches families, particularly female-headed households, and developing modalities for training and capacity-building for women in crisis.

Women's reproductive health

14. In armed conflicts, women are increasingly subjected to sexual violence and the associated sexually transmitted diseases, including HIV/AIDS. They also are denied access to safe motherhood care and basic information on health and other related matters. Spurred by the importance of giving special attention to women's reproductive health in emergency situations, UNICEF has assisted several countries by improving the quality of services at maternal and child health centres and through counselling and rehabilitating victims of sexual violence. UNICEF collaborated with UNHCR, the United Nations Population Fund and the World Health Organization (WHO) in organizing an Inter-Agency Symposium on Reproductive Health in Refugee Situations, held in Geneva in June 1995. Recommendations of the symposium emphasized the importance of providing service packages during the initial phases of an emergency and the need for a full-range of reproductive health services to be integrated into primary health care services once situations have stabilized. In the former Yugoslavia, UNICEF has an extensive trauma recovery programme for children. However, although rape remains a major issue, UNICEF has been unable to provide much support to its victims; because of social stigma, they have been reluctant to come forward.

Internally displaced persons

15. There are some 27 million internally displaced persons (IDPs) worldwide, of whom 70 to 80 per cent are children and women. Because of a lack of clear institutional responsibility for IDPs among United Nations agencies, they frequently bear the brunt of neglect and are often denied access to basic services and amenities.

16. There is no early warning system to alert the humanitarian community to the movement of IDPs. As a result, sudden population displacements can take aid workers by surprise. The response by the international community is often mixed. In countries such as Afghanistan, Liberia and Somalia, where no single authority has responsibility for IDPs, the work of UNICEF has been made more difficult. It has had to negotiate with different factions to ensure that assistance is reaching IDPs. Concentrating assistance to IDPs at the expense of the host community has caused inequity and friction in Burundi, the United Republic of Tanzania and Zaire.

Land-mines

17. It is estimated that there is a total of 110 million land-mines scattered throughout 64 countries. Approximately 85 per cent of the world's annual land-mine casualties, which number 22,000, are in Afghanistan, Angola and Cambodia. In these and 10 other countries, UNICEF is focusing its assistance on promoting mine-awareness and education, as well as on supporting rehabilitation and prosthetic services for mine victims.

18. UNICEF participated as an observer in the First Review Conference of the 1980 Convention on Conventional Weapons, held in Vienna in September 1995. Despite the failure of States Parties to resolve the problems of proliferation, detectability, production, transfer and use, and remotely delivered mines, in follow-up discussions UNICEF will continue to request States to consider extending protection for the safety of its personnel in the field and support a total ban on the production, use, stockpiling, sale and transfer of anti-personnel land-mines. UNICEF has decided to support a policy of not knowingly procuring any materials from companies that deal with the production of land-mines. It will require all companies with which it does business to guarantee that neither they nor any affiliates or subsidiaries manufacture or sell anti-personnel land-mines or their components.

Child soldiers and child prisoners

19. More than 200,000 children worldwide have been recruited for active war service, some as young as six years of age. The recruitment of children as combatants is a growing practice; abduction and forced conscription is common, but children also volunteer for combat after they or their families have been victims of oppression or violence. The general approach of UNICEF has been to negotiate the release of children into its care for rehabilitation through education or skilled training and reintegration into families or community-level group homes.

20. Since some States that have ratified the Convention on the Rights of the Child continue to use child combatants, UNICEF has worked in conjunction with human rights organizations and the Committee on the Rights of the Child to monitor its implementation. UNICEF also is strongly advocating for the ban on the recruitment of children below the age of 15 years in any form of armed conflict, and is supporting the Optional Protocol to the Convention in raising the minimum age of involvement to 18 years. Furthermore, due to the detention of minors in overcrowded prisons, UNICEF will need to encourage cooperative efforts in working with NGOs, human rights and local organizations, religious institutions and the media to foster collaboration in monitoring, publicizing and reporting on this issue so that these children can be moved to rehabilitative centres and towards the essential normalization of their lives. In Rwanda, UNICEF has supported the creation of a special department for women's, child and juvenile justice. Accused children are accommodated in temporary rehabilitation centres since conditions are still too risky to permit the release of many of the child prisoners directly into communities.

Sanctions and the United Nations study

21. The launching of the United Nations Study on the Impact of Sanctions on Humanitarian Assistance in 1995 by the United Nations Department of Humanitarian Affairs (DHA) was a milestone. The study is the outcome of a drive supported by UNICEF in the Inter-Agency Standing Committee (IASC) to persuade the United Nations system to begin addressing the humanitarian consequences of sanctions. To be completed by November 1995, the study focuses on assessing the impact of sanctions on vulnerable groups, including children; formulating possible strategies to ensure that humanitarian activities are not negatively affected by sanctions; and offsetting any negative impact on affected groups as a

consequence. It also will identify key legal instruments governing the rights to humanitarian assistance generally and the particular situation of vulnerable groups. UNICEF contributed \$25,000 to the study, as well as ideas on how best to preserve children's interests.

22. Sanctions also have triggered debate in the humanitarian and academic community. UNICEF continues to participate in these debates to ensure that no matter what measures and policies are adopted on sanctions, the best interest of the child will remain central. UNICEF policy continues to be one of advocacy to alert the United Nations system and the humanitarian community to the adverse effects of sanctions on children and women. At the same time, the organization is exploring appropriate strategies for cushioning vulnerable groups from the deleterious effects of sanctions. The challenge for UNICEF, however, is how to balance its advocacy role as the voice of children affected by sanctions with its solidarity with the United Nations system.

II. UNICEF ASSISTANCE TO EMERGENCIES IN 1995

A. Emergency programme expenditure

23. Table 2 gives the emergency programme expenditure in 14 complex emergency countries as well as the total for all countries. Emergency expenditure peaked in 1993 at \$222.5 million, or 28 per cent of total UNICEF programme expenditure. Expenditure dropped slightly in 1994 to \$215.6 million. Comparing the first three quarters of 1995 to the same period in 1994, expenditures have already exceeded those of the prior year by \$20 million, or 22 per cent. This figure is likely to increase by the year-end closure. About 85 per cent of the global emergency expenditure, all of which has been raised through consolidated inter-agency appeals, is attributed to the top 14 emergency countries. In the first three quarters of 1995, five countries (Iraq, Rwanda, Somalia, Sudan and former Yugoslavia) accounted for \$65.4 million, or 58 per cent of total expenditures for the period. In the same period, \$48.7 million, or 43 per cent of total expenditures, went to Africa. Two major emergencies in the Middle East and North Africa region - Iraq and Sudan - accounted for \$25.6 million, or 23 per cent of total expenditure.

24. As shown in the tables 3 and 4, a sectoral analysis of emergency expenditures in 13 complex emergency countries during 1994 indicated some interesting trends. Five of the countries showed highest expenditures on health; three on nutrition and household food security; two on the cluster of activities that includes community development and organization, women and children in especially difficult circumstances; two on general emergency expenditures, which are not divided into sectors; and one on water supply and sanitation. Countries in the rehabilitation phase - Ethiopia and Mozambique - showed greater expenditures on community development and related activities and water supply and sanitation. Countries in transition - Angola and Burundi - channelled resources mostly to meet nutrition and household food security needs.

25. An analysis of emergency programme expenditure by programme field over the last three years shows that the health sector accounted for an average of about 32 per cent of total annual expenditure, except in the first nine months of 1995

when it rose to 41 per cent. Expenditure in water supply and sanitation peaked at 22 per cent in 1993; however, the share of the sector has declined over the last three years to 13 per cent in the first three quarters of 1995. Expenditure on education, which UNICEF used as an important early intervention in emergencies, remained at a steady average annual rate of about 6 per cent over the last few years. Similarly, nutrition and household food security remained steady at an average of about 14 per cent per year.

26. UNICEF mobilizes resources for emergency activities through the diversion of funds already allocated to the country, reprogramming, the Emergency Programme Fund (EPF), supplementary funds received against appeals and the Central Emergency Revolving Fund (CERF). The diversion of funds already available to the country is often the first recourse. For diversions of up to \$50,000, Government consent is sought, although UNICEF headquarters approval is not necessary. Reprogramming involves the reallocation of country programme resources previously earmarked for development programmes. For reprogramming a diversion, if there are no recognized authorities with whom to negotiate, the representative has the discretion to reallocate or divert funds as long as there is headquarters approval. UNICEF has a biennial EPF budget of \$30 million. Resources from the fund are used to provide the cash necessary for the initial response in complex emergencies to meet interim needs in expectation of a consolidated inter-agency appeal. Occasionally, resources from EPF are used to trigger action at the initial stage of an emergency when there is no appeal and, thus, are allocated without the expectation of replenishment.

27. UNICEF participated in a consolidated inter-agency appeal in 1995 covering 21 countries. As shown in table 5, the UNICEF appeal components totalled \$340 million, of which \$108 million, or 32 per cent, were received as of October 1995. In terms of total funds received, Rwanda and the Sudan received the best responses, with almost the same funding levels, but with higher proportions in the case of the Sudan. The smaller appeals for some of the countries of Central and Eastern Europe/Commonwealth of Independent States were well funded. Some of the poorest responses were recorded for "the forgotten emergencies", such as Liberia and Somalia.

B. Use of the Emergency Programme Fund

28. Increased from \$14 million in the previous biennium, 1995 is the end of the first biennium at the revised \$30 million ceiling for EPF. The present report of activities on EPF reflects the status as of September 1995. Between January 1994 and September 1995, a total of \$21 million were allocated to 35 countries, of which about \$4 million have been reimbursed. Out of the net allocation of \$17 million, 78 per cent has been disbursed for activities at country and regional levels, while the remaining 22 per cent was for activities carried out from headquarters. A summary of the allocations between January 1994 and September 1995 is presented in table 6.

29. Activities initiated and carried out during 1994 have been reported previously in the document on "UNICEF emergency operations" (E/ICEF/1995/5). During the first three quarters of 1995, \$9 million were disbursed to 17 countries and for global activities, of which \$3 million have been replenished as of September 1995.

III. UNICEF AND COORDINATION OF HUMANITARIAN ASSISTANCE

30. UNICEF has been consulting with partners on follow-up to Economic and Social Council resolution 1995/56 on "Strengthening of the coordination of emergency humanitarian assistance of the United Nations" and the preparation of the 1996 Council deliberations. The Council has requested that DHA report on the response capacity of the United Nations system as a whole to emergencies, as well as on individual capacities of the operational agencies within the framework of the issues raised by resolution 1995/56. It also requested that in doing so, DHA should convene meetings to ensure that these issues were dealt with in a coherent manner.

31. UNICEF participates in the DHA Disaster Management Training Programme and is currently involved with the DHA Complex Emergency Training Initiative to develop joint agency-wide training for personnel at headquarters and in the field. A series of training modules are being developed on security, crisis and critical stress management, negotiations and the application of humanitarian principles.

32. The analysis of a study undertaken by UNICEF in 1994 showed some interesting patterns and correlations among the magnitude of a given emergency, the level of emergency expenditure and its contribution to development. At the height of a complex emergency, most resources were consumed by the relief efforts, as was the case in Bosnia and Herzegovina. As the emergency stabilized, increased resources invested to support relief assistance accounted for a significant portion of a rehabilitation programme, as in the case of Mozambique. In a stable situation of rehabilitation, resources channelled for relief assistance contributed maximally to development, as was the case of Bangladesh. The analysis showed that the transition to development should be accompanied by different and varying mix of strategies, each addressing relief, recovery and development, depending on such factors as the nature and level of the emergency, local capacities, the security situation and UNICEF capacities on the ground. UNICEF is endeavouring to ensure that even at the onset of an emergency, local capacity-building is integrated into the initial relief stage.

33. UNICEF is in the final stages of signing a Memoranda of Understanding (MOU) with UNHCR. While the precise mix of the operational activities between the two agencies will vary according to prevailing needs, it is recognized that the strength and contribution of UNICEF lies in its ability to focus on relief and development in a mutually reinforcing manner, while the challenge to UNHCR is to provide relief and initial reintegration assistance in such a way that it is an effective precursor to development activities. The envisaged collaboration will cover contingency planning and assessment, the development of standards and guidelines especially for unaccompanied children, and sectoral support in agreed areas.

34. While an MOU with the World Food Programme is close to completion, details regarding the respective roles of each agency with regard to supplementary feeding and the assessment and monitoring of the nutritional needs of children require clarification. It is expected that these will be resolved and that the MOU will be signed early in 1996.

35. Consultations are progressing well for signing formal MOUs with WHO and the United Nations Educational, Scientific and Cultural Organization on emergency activities. In addition, UNICEF is presently consulting with the United Nations, bilateral agencies involved in emergencies and NGOs on the subject of collaboration.

36. The organization has collaborated closely with the DHA programming process, including the consolidated appeals. In addition to active participation in IASC deliberations and those of its subsidiary bodies, UNICEF has participated in the discussion of country-specific and emerging global humanitarian issues. Major among those issues were IDPs, sanctions, land-mines, the use of military and civil defense assets, the framework of collaboration between peace-keeping operations and political affairs and DHA, and the Joint Inspection Unit assessment on increased inter-agency coordination. UNICEF has taken part in field assessment missions and the formulation of consolidated appeals. It also has made significant contributions to DHA and inter-agency reports, studies and strategies, and has continued to second staff to DHA.

37. UNICEF has been reviewing and strengthening its emergency response capacity, including establishing such mechanisms as rapid response teams (RRTs), supply stockpiles and stand-by arrangements as detailed in paragraphs 42-49 below. Additionally, UNICEF is streamlining its administrative and financial procedures to ensure flexibility and a rapid response.

38. More than many of its partners, UNICEF has a highly decentralized administrative and programme structure. The representative at the field level is delegated extensive responsibilities over programme management, resource and administrative controls, and staff deployment. This, coupled with a continuous country presence, access and influence at the governmental level, and the ability to work with communities, gives UNICEF a distinct advantage in responding to the relief as well as developmental needs of children.

IV. COLLABORATION WITH NON-GOVERNMENTAL ORGANIZATIONS AND CENTRES OF EXCELLENCE

39. A number of workshops and programme initiatives and discussions have taken place over the past year with NGO partners and university research institutions. Initiatives were developed to both enhance the MOU and simplify the modes of agreement between UNICEF and NGOs in the field, as well as to examine capacity-building and in particular strengthen the UNICEF link with indigenous NGOs in emergency situations. A draft NGO collaboration agreement that will cover regular as well as emergency situations is being reviewed before it is released to the field. UNICEF has signed agreements with the Norwegian Refugee Council and Swedrelief for stand-by arrangements for providing personnel to serve in emergencies. At the country level, UNICEF continues to enter into agreements with individual NGOs in specific technical fields. For example, it has worked with a number of Italian NGOs for the care of unaccompanied children, and with SCF (United Kingdom) and SCF (United States) on the documentation and tracing of these children. Discussions are under way with such organizations as the Disaster Relief Assistance, the United States Centers for Disease Control and Prevention and other organizations for collaborative agreements. In Eastern

and Southern Africa, the International Council of Voluntary Agencies and UNICEF are pursuing a joint initiative to strengthen regional and national NGOs to form the basis for partnerships in emergency action. Other areas of collaboration have included the development of training inputs from a number of NGOs such as ACCORD, Working in Conflict and ACTIONaid.

40. In the United States, UNICEF has collaborated with the Brown University Institute of International Studies (Providence, Rhode Island) and the Harvard University Centre for Population and Development Studies (Cambridge, Massachusetts). A Brown University study reviewed experiences which provided humanitarian assistance and protection to victims of the civil war in Liberia (1990-1994). With Harvard University, UNICEF worked on the review of the capacity of the country situation analysis to help mitigate complex emergencies through applied policy research and the development of general guidelines on vulnerability analysis. In addition, a workshop on the "Psycho-social needs of children in armed conflict" was organized to assist UNICEF in clarifying its mandate and strategies with regard to psycho-social interventions and trauma recovery programmes.

V. STRENGTHENING THE UNICEF RESPONSE CAPACITY

41. Over the last year, UNICEF has made significant progress in enhancing its programme and operational response capacity for emergency situations. Foremost among the accomplishments have been a major strategy review and reflections on lessons learned in Rwanda and Somalia, the creation of the RRT, the stockpiling of approximately \$3 million of emergency stockpiles, the establishment of an Operations Room and the hiring of a specialist in emergency communications and logistics.

42. Lessons learned from recent emergencies in Rwanda and Somalia indicate that one of the major weaknesses in the UNICEF response capacity has been in the organization's inability to deploy staff quickly and effectively in the first critical days of an emergency. The RRT concept is one part of the UNICEF formula to strengthen the organization's response capacity by having a small cadre of specially trained staff on stand-by arrangement around the world for rapid deployment to reinforce field office capacities.

43. In the past, UNICEF has responded to emergencies by redeploying staff from other UNICEF offices or by hiring short-term staff to perform specific functions. This arrangement has been only partially successful. The more senior and more experienced staff are not always released from their regular duty stations or their arrival is delayed because of competing organization priorities. When staff are released, it is for periods that are too short to make a significant impact.

44. The RRT concept was initiated when 18 participants, selected from UNICEF country offices around the world, attended a 10-day training course at UNICEF House in June 1995. Through simulation exercises, participants developed terms of reference for both the RRT and the individuals on it, and protocols for setting up an operational base and instituting a programme response in the first 48 hours, the first seven days, and hand over after 90 days.

45. An 18-person RRT is on stand-by at regular duty stations ready for deployment to any emergency within two to four days of notification and for a maximum period of 90 days. After one year on stand-by, the team will be replaced by another cadre, trained and placed on stand-by for a further 12-month period. These 18 are a core which can be augmented by additional international and national officers with expertise in specific skills, particularly in administration, finance, personnel and setting up operations systems.

A. Emergency stockpiles

46. Ensuring that experienced and specially trained staff are immediately available at the onset of emergencies is only part of the equation of enhancing the UNICEF response capacity. Major steps were undertaken in 1995 to review and update UNICEF emergency stockpiles of supplies and equipment for emergency situations. To complement and support deployment of the RRT, UNICEF created a special stockpile of essential supplies and equipment at the warehouse in Copenhagen. This RRT stockpile, consisting of support items such as vehicles, tents, communications equipment, staff safety items, offices supplies and generators, as well as essential health, education, water, sanitation and household relief items, is valued at approximately \$3 million. These supplies and equipment are prepacked and made ready to accompany the deployment of the RRT.

B. Collaboration with centres of excellence

47. An essential element of the UNICEF rapid response concept is the formalization and regularization of cooperative arrangements with collaborating partners. Over the last decade, UNICEF has worked extensively with civil defense associations and NGOs, as well as with centres of excellence, universities and professional associations. While the benefit of such collaborative arrangements has been clearly demonstrated, the lack of a comprehensive agreement of association between them and UNICEF which clearly spells out roles, responsibilities and obligations has often been a major difficulty. A generic NGO agreement is being reviewed, and discussions on formalizing agreements with a number of organizations are proceeding.

C. Operations Centre

48. An Operations Centre was established in 1995 in the Office of Emergency Programmes and will be fully functional by early 1996. Its principal focus will be to provide a point of contact between headquarters and field locations to support the RRT and ongoing field operations. The Operations Centre will monitor crisis situations, keep senior management and emergency office personnel apprised of current and developing events, monitor country profiles and provide a reference centre for decision-making. It also will maintain contact with United Nations sister agencies and Secretariat operations facilities.

D. Staff development and preparedness

49. During 1995, the Office of Emergency Programmes, in collaboration with the Training and Staff Development Section, continued to reinforce country office capacity in emergency preparedness and management through regional emergency

training workshops. A major lesson learned from both Rwanda and Somalia was the need to improve contingency planning mechanisms within UNICEF, especially at the country level. A constraint has been the absence of a standard protocol or format. In June 1995, the Rwanda office piloted a comprehensive readiness planning approach, entitled "Readiness concept and plans: protecting and assisting children and women in extraordinary circumstances", which was applied as an office-wide training mechanism. This outline, with minor modifications, is being adapted to form the basis of future UNICEF training in contingency planning at the country level, and has subsequently been applied in Burundi. Building on this initiative, UNICEF is seeking the preparation of inter-agency contingency plans under the leadership and coordination of DHA.

E. Security and communications

50. The appointment of a security coordinator and an emergency communications consultant provides the necessary core management team within headquarters for security and communications functions. In addition, UNICEF has provided short-term security and communications consultants to numerous regional offices and field offices. In 1995, a draft field security handbook was prepared and distributed to field offices. Coordination within the United Nations of both security and communications has been a high priority.

F. Operations review

51. One of the most important recommendations to come out of the various emergency evaluations was the need to streamline UNICEF rules and regulations as they apply to emergencies, while at the same time ensuring compliance and accountability. The Office of Emergency Programmes convened a meeting of senior operations officers from the Eastern and Southern Africa region in November 1995. The objective of the meeting was to produce guidelines on how the existing rules, regulations and operational procedures of UNICEF can be applied flexibly and to recommend concrete measures for improved operational effectiveness and compliance in emergency situations. In addition, the particular internal management requirements of emergency operations are being addressed within the wider management reform review process now under way within UNICEF.

Table 1. UNICEF emergency programmes by sector and country

Programme	Afghanistan	Angola	Armenia	Azerbaijan	Bosnia and Herzegovina	Burundi	Croatia	Fed. Rep. of Yugoslavia	Georgia	Haiti	Iraq	Liberia	Mozambique	Russian Federation (Chechnya)	Rwanda	Sierra Leone	Somalia	Sudan	Tajikistan	The former Yugoslav Rep. of Macedonia	Zaire
Health	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Water supply and sanitation	✓	✓	✓		✓	✓				✓	✓	✓	✓		✓	✓	✓	✓	✓		✓
Education	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓
Nutrition	✓	✓		✓	✓	✓	✓	✓		✓	✓	✓	✓		✓	✓	✓	✓		✓	✓
Relief items	✓	✓		✓	✓	✓	✓	✓					✓	✓	✓	✓		✓		✓	✓
Psycho-social needs recovery	✓	✓			✓	✓	✓	✓		✓	✓	✓		✓	✓	✓	✓	✓		✓	✓
Unaccompanied children		✓				✓							✓		✓	✓					✓
Land-mines awareness	✓	✓					✓				✓										
Child soldiers												✓			✓	✓					
Child prisoners															✓						
Sanctions								✓			✓										

Table 2. UNICEF emergency programme expenditure in complex emergency countries, 199

Country	Expenditure ^{a/} (In millions of United States dollars)			
	1993	1994	1994 Jan. - Sept.	1994 Jan. - Sept.
Afghanistan	11.0	8.3	2.2	
Angola	10.7	14.4	7.5	
Burundi	0.1	3.2	0.6	
Ethiopia	5.8	4.5	2.0	
Haiti	2.3	3.6	2.1	
Iraq	52.2	26.6	13.7	
Kenya	12.0	9.7	3.5	
Liberia	9.3	5.8	3.0	
Mozambique	12.5	7.7	4.5	
Russian Federation ^{b/}	—	—	—	
Rwanda ^{c/}	1.6	32.8	4.4	
Somalia	31.1	17.9	8.4	
Sudan	25.4	29.7	16.5	
Former Yugoslavia ^{d/}	19.4	19.4	9.2	
Subtotal	193.4	183.6	77.6	
Other emergencies	29.1	32.0	14.6	
Total - All countries	222.5	215.6	92.2	

^{a/} Excludes special accounts and advances from CERF.

^{b/} Activities concerning Chechnya emergency.

^{c/} Includes activities in refugee areas of the United Republic of Tanzania and Zaire.

^{d/} For budgetary and logistics reasons, programme expenditure for Bosnia and Herzegovina, Croatia, the Federal Republic of Yugoslavia (Serbia and Montenegro), Slovenia and the former Yugoslav Republic of Macedonia is grouped together under this heading.

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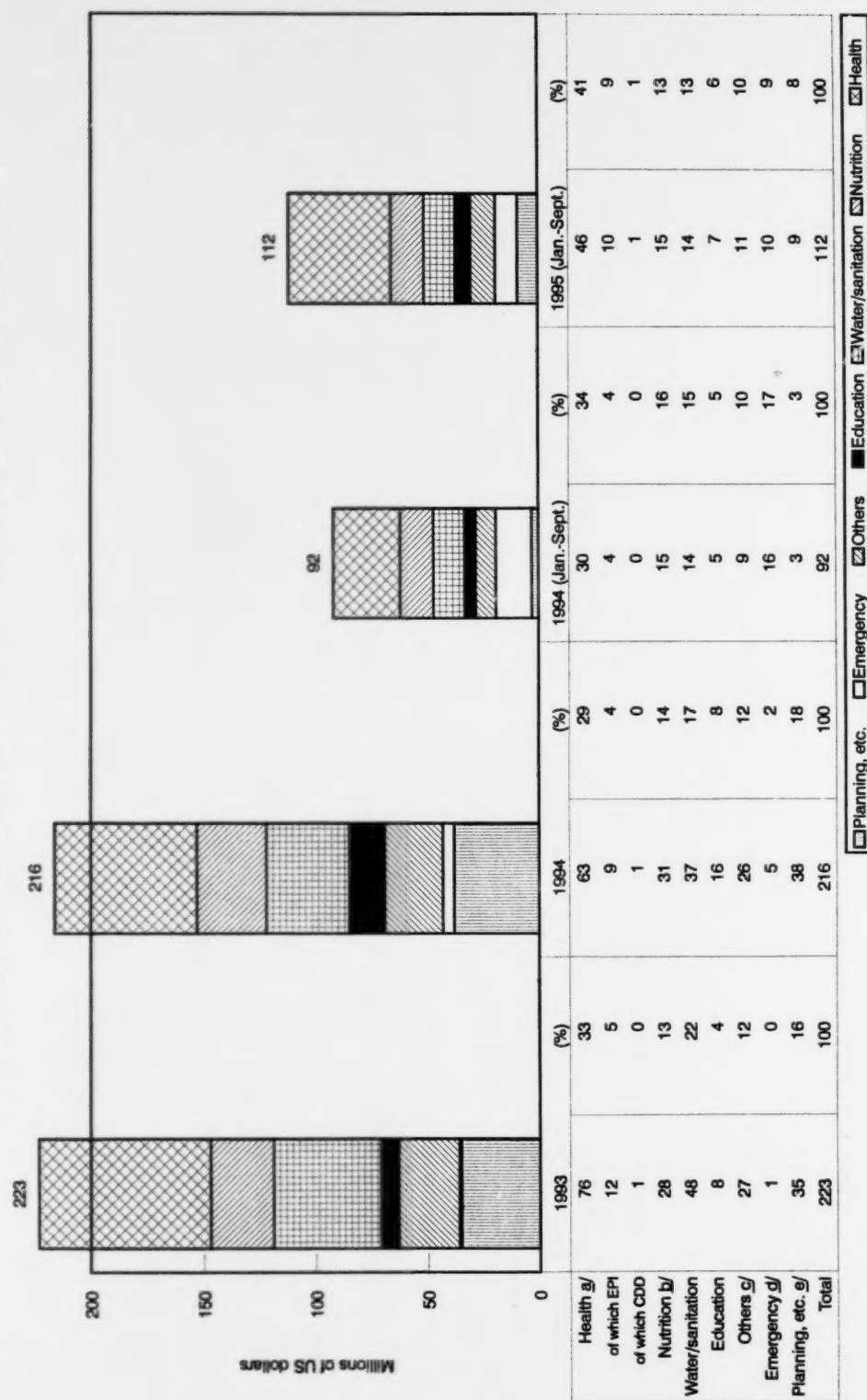
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Table 3. UNICEF emergency programme expenditure by programme field, 1993-1995



^{a/} Health includes expanded programme on immunization (EPI), control of diarrhoeal diseases (CDD) and other health activities. ^{b/} Includes household food security. ^{c/} Consists of programmes in community development and organization, women and children in especially difficult circumstances. ^{d/} General emergency activities not included in sectors. ^{e/} Consists of planning and statistics, advocacy and programme support.

Table 4. UNICEF emergency programme expenditure in complex emergency countries by programme field, 1994.

	Afghanistan	Angola	Burundi	Ethiopia	Haiti	Iraq	Kenya
Total emergency programme expenditure	8 273	14 406	3 247	4 459	3 598	26 635	9 667
	(In thousands of United States dollars)						
Health	31.1	24.5	18.6	31.7	64.5	34.0	18.4
(of which EPI)	18.9	-	-	-	-	5.5	-
(of which CDD)	-	-	-	-	-	2.5	-
Water, sanitation and hygiene	20.0	19.9	10.8	14.0	20.4	37.4	20.8
Nutrition and household food security	3.8	45.1	42.5	8.2	-	5.7	48.9
Education	6.2	6.0	9.4	4.3	10.0	7.7	-
Other programme areas ^{a/}	3.8	1.1	12.2	30.3	4.2	15.2	-
Planning, advocacy and programme support ^{b/}	-	3.5	-	8.3	0.9	-	-
Emergency general ^{c/}	35.1	-	6.5	3.2	-	-	11.9
TOTAL PERCENTAGE	100.0	100.0	100.0	100.0	100.0	100.0	100.0

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Table 4 (continued)

	Liberia	Mozambique	Rwanda d/	Somalia	Sudan	Former Yugoslavia g/
Total emergency programme expenditure	5 774	(In thousands of United States dollars) 7 716	32 827	17 927	29 671	19 397
Health	39.5	18.0	25.9	48.3	11.9	14.1
(of which EPI)	15.6	-	-	4.0	0.6	2.1
(of which CDD)	-	-	-	1.1	-	-
Water, sanitation and hygiene	23.1	20.5	15.7	18.1	10.5	2.6
Nutrition and household food security	0.8	4.3	14.2	12.1	16.1	20.6
Education	4.5	-	10.3	10.3	5.2	17.4
Other programme areas g/	14.5	38.3	21.0	-	4.6	23.1
Planning, advocacy and programme support b/	17.6	2.1	12.8	10.4	-	-
Emergency general c/	-	16.7	-	0.8	51.7	22.2
TOTAL PERCENTAGE	100.0	100.0	100.0	100.0	100.0	100.0

a/ Includes programme areas such as community development and organization, women and children in especially difficult circumstances.

b/ Includes programme areas such as planning and social statistics, advocacy and programme support.

c/ General emergency expenditures not included in sectors.

d/ Includes refugee areas in the United Republic of Tanzania and Zaire.

e/ Includes programme expenditure for Bosnia and Herzegovina, Croatia, the Federal Republic of Yugoslavia (Serbia and Montenegro), Slovenia and the former Yugoslav Republic of Macedonia.

**Table 5. United Nations consolidated inter-agency appeals:
new/ongoing in 1995**

Region/country	Appeal duration	Total UNICEF funding requirements	Funds received in 1995 ^{a/}	% of funding met
(In thousands of United States dollars)				
AFRICA				
Angola	Jan 1994–Dec 1996	54 210	6 458	12
Burundi	Oct 1994–Dec 1995	6 940	2 564	37
Liberia	Jan 1995–Jun 1995	9 687	2 677	28
	Sep 1995–Aug 1996	14 435	530	4
Rwanda ^{b/}	Jan 1995–Dec 1995	66 812	21 716	33
Sierra Leone	Mar 1995–Dec 1995	3 329	956	29
Somalia	Jan 1995–Dec 1995	22 427	3 243	14
AMERICAS AND THE CARIBBEAN				
Haiti	Oct 1994–May 1995	5 617	2 843	51
ASIA				
Afghanistan	Oct 1994–Sep 1995	5 369	2 481	46
	Oct 1995–Sep 1996	6 577	0	0
MIDDLE EAST AND NORTH AFRICA				
Iraq	Apr 1994–Mar 1995	30 429	6 347	21
	Apr 1995–Mar 1996	28 897	6 745	23
Sudan	Jan 1995–Dec 1995	43 573	21 087	48
CENTRAL AND EASTERN EUROPE/THE COMMON WEALTH OF INDEPENDENT STATES AND THE BALTIC STATES				
Armenia	Apr 1995–Mar 1996	2 573	1 416 ^{e/}	55
Azerbaijan	Apr 1995–Mar 1996	2 502	2 171 ^{e/}	87
Georgia	Apr 1995–Mar 1996	2 145	1 367 ^{e/}	64
Russian Federation ^{c/}	Jan 1995–Dec 1995	5 000	1 867	37
Tajikistan	Jan 1995–Dec 1995	1 375	872	63
Former Yugoslavia ^{d/}	Jan 1995–Dec 1995	23 803	13 148	55
Caucasus (regional)	Apr 1995–Mar 1996	4 584	1 803	39
		Subtotal	100 291	
		Funds received for other emergencies	7 376	
		Total funds received as of 3 October 1995	107 667	

^{a/} As of 3 October 1995. Includes carry-over funded balance of the appeals launched during 1994.

^{b/} Includes requirements for refugee areas in the United Republic of Tanzania and Zaire.

^{c/} Requirements and funds received for the Chechnya emergency.

^{d/} Includes requirements for Bosnia and Herzegovina, Croatia, the Federal Republic of Yugoslavia (Serbia and Montenegro), the former Yugoslav Republic of Macedonia and UNICEF Area Office in Zagreb.

^{e/} Includes contributions received against the Caucasus regional project (control of vaccine-preventable diseases

Table 6. Emergency Programme Fund, 1994-1995:
summary of allocations to countries as of September 1995

Countries	1994		1995	
	Gross	Net	Gross	Net
AFRICA				
Angola	660 000	660 000	10 000	10 000
Burundi	580 000	580 000		
Ethiopia	275 000	275 000		
Ghana	250 000	250 000		
Guinea	121 000	121 000		
Guinea-Bissau	136 400	136 400		
Lesotho			250 000	250 000
Liberia			300 000	300 000
Malawi			247 100	247 100
Madagascar	250 000	250 000		
Mozambique	1 433 886	1 124 835		
Niger			100 000	92 107
Rwanda	2 000 000	1 457 492		
Sierra Leone			300 000	300 000
Somalia	156 000	156 000		
South Africa	20 000	20 000		
Swaziland			251 000	251 000
United Republic of Tanzania	544 700	544 700	515 000	282 961
Zaire	150 000	150 000	208 500	
Zambia			250 000	250 000
Zimbabwe			253 000	253 000
Eastern and Southern Africa Regional Office	240 400	240 400	200 000	200 000
West and Central Africa Regional Office	168 400	168 400	162 000	162 000
Subtotal	6 985 786	6 134 227	3 046 600	2 598 168
AMERICAS AND THE CARIBBEAN				
Haiti	2 611 500	2 271 500		
Subtotal	2 611 500	2 271 500	0	0
ASIA				
China	75 000	75 000		
Sri Lanka			200 000	200 000
Subtotal	75 000	75 000	200 000	200 000
MIDDLE EAST AND NORTH AFRICA				
Algeria	256 000	256 000		
Djibouti	69 500	69 500		
Egypt	156 380	156 380		
Sudan	250 000	250 000	500 000	242 719
Yemen	100 000	100 000		
Middle East and North Africa Regional Office	14 000	14 000		
Subtotal	845 880	845 880	500 000	242 719
CENTRAL AND EASTERN EUROPE/ COMMONWEALTH OF INDEPENDENT STATES				
Croatia			407 000	178 635
Federal Republic of Yugoslavia (Serbia and Montenegro)			125 000	125 000
Moldova	19 000	19 000		
Tajikistan			1 500 000	
Russian Federation			1 250 000	598 007
Former Yugoslavia a/	77 000	77 000		
Subtotal	96 000	96 000	3 282 000	901 642
Interregional	1 600 000	1 600 000	2 250 000	2 250 000
Total allocation	12 214 166	11 022 607	9 278 600	6 192 529

a/ In 1994, for budgetary and logistical reasons, programme allocation for four former Republics of Yugoslavia is grouped under this heading.